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International drug control

International cooperation against the world drug problem

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 64/182, entitled "International cooperation against the world drug problem", in which the Assembly requested the Secretary-General to submit to it at its sixty-fifth session a report on the implementation of that resolution. The report provides an overview of the status of implementation of the mandates relating to international drug control by the Commission on Narcotic Drugs and by the United Nations Office on Drugs and Crime. It also provides an overview of the world drug situation.

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Contents

		Page
I.	Introduction	3
II.	International cooperation against the world drug problem: action by the Commission on Narcotic Drugs	5
III.	Action by the United Nations system and other international organizations	9
	A. Health dimension	9
	B. Supply dimension	10
	C. Illicit drug crop monitoring and sustainable livelihoods	13
	D. Emerging issues	14
	E. Data collection and research	16
	F. Scientific and forensic support	16
IV.	Strengthening the drug programme of the United Nations Office on Drugs and Crime	17
V.	Conclusions and recommendations	19

I. Introduction

1. In its resolution 64/182, the General Assembly expressed grave concern about the fact that, despite continuing increased efforts by States, relevant organizations, civil society and non-governmental organizations, the world drug problem continued to constitute a serious threat to public health, the safety and the well-being of humanity, in particular children and young people and their families, and the national security and sovereignty of States, and that it undermined socio-economic and political stability and sustainable development. The Assembly reaffirmed that the world drug problem remained a common and shared responsibility that required effective and increased international cooperation and demanded an integrated, multidisciplinary and balanced approach to supply and demand reduction strategies.

2. Also in that resolution, the General Assembly adopted the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem,[1] as adopted at the high-level segment of the fifty-second session of the Commission on Narcotic Drugs, and called upon States to take the measures necessary to implement the goals and targets referred to therein. It also called upon States to strengthen international and regional cooperation to counter the threat to the international community caused by the illicit production of and trafficking in drugs, as well as other aspects of the world drug problem.

3. Further in that resolution, the General Assembly encouraged the Commission on Narcotic Drugs and the International Narcotics Control Board to strengthen their work on the control of precursors and other chemicals used in the illicit manufacture of narcotic drugs and psychotropic substances and urged all Governments to provide the fullest possible financial and political support to the United Nations Office on Drugs and Crime (UNODC) so as to enable it to continue, expand, improve and strengthen its operational and technical cooperation activities, within its mandates, so as to enhance the capacity of Member States in countering the world drug problem.

4. The present report provides an overview of the world drug situation[2] and on the status of implementation of the mandates relating to international drug control by the Commission on Narcotic Drugs and by the United Nations system, in particular UNODC.

Overview of the world drug situation

5. There have been a number of encouraging developments in global cocaine and heroin markets recently: the global area under opium poppy cultivation declined to 181,400 hectares (ha) in 2009, that is, by 23 per cent since 2007; global opium production fell from 8,890 tons in 2007 to 7,754 tons in 2009 (13 per cent), and potential heroin production declined from 757 tons in 2007 to 657 tons in 2009; the global area under coca bush cultivation declined to 158,800 ha in 2009 that is, by 13 per cent since 2007 or by 28 per cent since 2000; and estimated global cocaine

[1] A/64/92-E/2009/98, sect. II.A.

[2] *World Drug Report 2010* (United Nations publication, Sales No. E.10.XI.13).

production fell from 1,024 tons in 2007 to 865 tons in 2008 (16 per cent). Global fresh coca leaf production fell by 14 per cent between 2007 and 2009. Between 13,000 and 66,100 tons of herbal cannabis were produced in 2008, as were between 2,200 and 9,900 tons of cannabis resin. Between 161 and 588 tons of amphetamine, methamphetamine, methcathinone and related substances were manufactured in 2008. Between 55 and 133 tons of drugs marketed "ecstasy" were manufactured.

6. Although Afghanistan is the source of most of the world's illicit opiates (6,900 tons of opium or 89 per cent of the world total in 2009), significant quantities are also produced in Myanmar (330 tons) and Latin America (notably in Colombia and Mexico). There are indications that the downward trend in global opium production over the period 2007-2009 will continue in 2010.

7. More than one third of the countries reporting to UNODC[3] have detected the manufacture of amphetamine-type stimulants in their territories. The number of clandestine laboratories involved in the manufacture of such stimulants reportedly increased by 20 per cent in 2008.

8. The most notable global trend in cannabis production in recent years has been the growth of indoor cultivation, especially in Europe, Australia and North America. Indoor cannabis cultivation is an illicit activity and increasingly a source of profit for organized criminal groups.

9. Global cocaine seizures have stabilized over recent years. Seizures have declined in North America and Europe, but have risen in South and Central America. Opiate seizures continue to increase, in particular in the countries neighbouring Afghanistan. Global seizures of amphetamine and methamphetamine remained largely stable at very high levels in 2008.

10. Global cannabis herb seizures increased over the period 2006-2008 (by 23 per cent), especially in South America, reaching levels last reported in 2004. Global cannabis resin seizures increased by 62 per cent over the period 2006-2008. Large increases in cannabis resin seizures in 2008 were reported from the Near and Middle East region, as well as from Europe and Africa.

11. Globally, UNODC estimates that between 155 million and 250 million people (3.5-5.7 per cent of the population aged 15-64) used illicit substances at least once in 2008. Cannabis users comprise the largest number of illicit drug users (129 million-190 million people). Substances in the amphetamine group are the second most commonly used drugs, followed by cocaine and opiates.

12. Based on the global estimates of the number of users of cannabis, opiates, cocaine and amphetamine-type stimulants, it is estimated that there were between 16 million and 38 million problem drug users in the world in 2008. Drug use has stabilized in the developed world. However, there are signs of an increase in drug use in developing countries, and growing abuse of amphetamine-type stimulants and prescription drugs around the world. It is estimated that in 2008, globally, between 12 and 30 per cent of problem users had received treatment in the previous year, which means that between 11 million and 33.5 million problem drug users did not receive treatment that year.

[3] UNODC received 110 replies from Member States to the drug abuse section of the questionnaire and 114 replies to the illicit supply of drugs section.

13. The world's largest heroin market is Western Europe, about half of which is concentrated in just three countries: the United Kingdom of Great Britain and Northern Ireland, Italy and France. Heroin use appears to be decreasing in most Western European countries, although the harm associated with heroin use seems to be increasing, as reflected in heroin-induced deaths.

II. International cooperation against the world drug problem: action by the Commission on Narcotic Drugs

14. At the fifty-third session of the Commission on Narcotic Drugs, held from 8 to 12 March 2010, it was noted that the impact of the world drug problem on the social, economic, health, political and governance aspects of society continued to be significant and that the world drug problem undermined sustainable development, political stability and democratic institutions.[4]

15. It was noted that in the Political Declaration and Plan of Action, it had been recognized that the three international drug control conventions continued to provide the international legal framework for drug control and international cooperation. Other international instruments, such as the United Nations Convention against Transnational Organized Crime[5] and the United Nations Convention against Corruption,[6] were also relevant in tackling the world drug problem.[7]

16. The nexus between illicit drugs and criminal activities such as trafficking in firearms and precursors, the manufacture of synthetic drugs, money-laundering, corruption and the financing of terrorism was underlined by some speakers.[8]

17. Several speakers reported on national drug control legislation adopted by their Governments and on national drug control strategies or action plans promoting a balanced, multidisciplinary approach, as well as on action taken by their Governments in the area of demand reduction, including prevention, treatment, rehabilitation and social reintegration programmes. Increases in the abuse of certain drugs and the proliferation of new substances, such as designer drugs, synthetic cannabinoids and cannabis plants rich in tetrahydrocannabinol, as well as the increased abuse of substances not under international control were noted. The crucial role played by non-governmental organizations in preventing drug abuse and providing treatment and care for drug abusers was acknowledged, and the benefits of and the need for a continuous, strong partnership between the public sector and civil society were acknowledged.[9]

18. The Commission adopted its resolution 53/2, entitled "Preventing the use of illicit drugs within Member States and strengthening international cooperation on policies of drug abuse prevention". It also adopted its resolution 53/9,

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[4] *Official Records of the Economic and Social Council, 2010, Supplement No. 8* (E/2010/28), paras. 43 and 46.

[5] United Nations, *Treaty Series*, vol. 2225, No. 39574.

[6] Ibid., vol. 2349, No. 42146.

[7] *Official Records of the Economic and Social Council, 2010, Supplement No. 8* (E/2010/28), para. 44.

[8] Ibid., para. 48.

[9] Ibid., paras. 51-53 and 69.

entitled "Achieving universal access to prevention, treatment, care and support for drug users and people living with or affected by HIV", in which it requested UNODC to support increased capacity and resources for the provision of comprehensive prevention programmes and treatment, care and related support services, and to significantly expand its work with relevant civil society groups in order to address the gap in access to services for people living with or affected by HIV, including drug users. The Commission also adopted its resolution 53/10, entitled "Measures to protect children and young people from drug abuse", in which it invited States that had not yet done so to develop, implement and evaluate evidence-based plans and strategies aimed at reinforcing the prevention of drug abuse at all levels of school education and to consider incorporating such initiatives into public-health and educational programmes.

19. Several speakers emphasized the importance of international cooperation in combating drug trafficking. They referred to agreements on extradition and mutual legal assistance, the sharing of information, best practices in the field of law enforcement and joint investigations. The Triangular Initiative, the Paris Pact Initiative and other regional initiatives such as the Rainbow Strategy were noted, and mechanisms such as the Association of Southeast Asian Nations (ASEAN) and China Cooperative Operations in Response to Dangerous Drugs (ACCORD), Project Prism, Project Cohesion and Operation Canal were mentioned. The Commission adopted its resolution 53/8, entitled "Strengthening international cooperation in countering the world drug problem focusing on drug trafficking and related offences", in which it urged States to take effective measures at the national, regional and international levels to coordinate their actions and intensify their cooperation in order to prevent and act against drug trafficking and related criminal offences, both national and transnational, and called for increased technical and financial assistance to be provided to Member States.[10]

20. The importance of alternative development as a means to promoting lawful, viable and sustainable licit income-generating opportunities for small farmers engaged in the illicit cultivation of crops used for the illicit production of narcotic drugs was reiterated. Speakers recognized that the reduction in illicit crop cultivation was a result of the enhanced promotion of alternative livelihoods coupled with intensified counter-narcotics action and good governance. The importance of incorporating alternative development programmes, including preventive alternative development, where appropriate, into international development programmes and poverty alleviation strategies was stressed. The Commission adopted its resolution 53/6, entitled "Follow-up to the promotion of best practices and lessons learned for the sustainability and integrality of alternative development programmes and the proposal to organize an international workshop and conference on alternative development". That conference will be held in Thailand in November 2010.[11]

21. Concern was expressed about the manufacture and consumption of amphetamine-type stimulants, the growing dimension of trafficking in those stimulants and the increasing sophistication of transnational organized crime groups engaged in their manufacture. The number of people seeking treatment for abuse of

[10] Ibid., paras. 26 and 54.
[11] Ibid., paras. 98 and 99.

amphetamine-type stimulants had increased, as had the number of clandestine laboratories involved in the production of such stimulants that was being dismantled. Attention was also drawn to efforts made in preventing the diversion of precursor chemicals used in the illicit manufacture of those stimulants.[12] The Commission adopted its resolution 53/15, entitled "Strengthening international cooperation and regulatory and institutional frameworks for the control of substances frequently used in the manufacture of narcotic drugs and psychotropic substances", in which the Commission invited Member States to take measures to strengthen international cooperation and exchange of information regarding the identification of new routes and modi operandi of criminal organizations dedicated to the diversion or smuggling of precursors and to continue contributing to the efforts of the International Narcotics Control Board. In its decision 53/1, the Commission, on the recommendation of the Board, decided to transfer phenylacetic acid from Table II to Table I of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.[13]

22. The threat posed by opium originating in Afghanistan was seen as a very serious issue. Illicit opium poppy cultivation, production and trafficking posed a serious threat to development and governance in Afghanistan, the surrounding region and worldwide.[14] The Commission adopted its resolution 53/5, entitled "Strengthening regional cooperation between Afghanistan and transit States and the contribution of all affected countries to counter-narcotics efforts, based on the principle of common and shared responsibility", in which the Commission encouraged Member States to enhance coordination through existing regional mechanisms, in particular through the Paris Pact Initiative, in order to strengthen cross-border cooperation and information exchange with a view to countering trafficking in illicit drugs originating in Afghanistan.

23. The efforts made by countries of the Andean region to decrease the area under illicit coca bush cultivation were acknowledged. Trafficking in cocaine through West Africa was referred to with concern, particularly because of the region's fragile infrastructure.[15]

24. Pursuant to Commission resolution 52/12, entitled "Improving the collection, reporting and analysis of data to monitor the implementation of the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem", an open-ended intergovernmental expert working group held a meeting in Vienna from 12 to 15 January 2010 to make specific recommendations on ways to improve tools for the collection, collation, analysis and reporting of relevant drug-related data and on the possibility of adopting a single, comprehensive data collection tool. At its fifty-third session, the Commission adopted its decision 53/2, entitled "Follow-up to the revised draft annual report questionnaire", in which it decided to reconvene the expert group on data collection, established pursuant to Commission resolution 52/12, to discuss any unresolved issues and finalize the data collection

[12] Ibid., para. 93.

[13] United Nations, *Treaty Series*, vol. 1582, No. 27627.

[14] *Official Records of the Economic and Social Council, 2010, Supplement No. 8* (E/2010/28), paras. 43 and 92.

[15] Ibid., para. 95.

tool so that the Commission could adopt the revised comprehensive data collection tool at its reconvened fifty-third session, to be held in December 2010.

25. Appreciation for the assistance provided by UNODC was expressed. Appreciation was also expressed for the development of thematic and regional programmes by the Office, whose implementation was viewed as a major step towards improving the funding situation of UNODC.[16]

26. Support was expressed for the work of the working group on governance and finance, which, it was noted, provided a forum for dialogue among Member States and between Member States and the Secretariat.[17]

27. Concern was expressed regarding the financial situation of UNODC and the decrease in general-purpose funding. In that connection, at its fifty-third session the Commission decided to recommend to the Economic and Social Council the approval of a draft resolution, entitled "Realignment of the functions of the United Nations Office on Drugs and Crime and changes to the strategic framework", for adoption by the General Assembly. Should that draft resolution be adopted, the Assembly would request the Secretary-General, in his proposed programme budget for the biennium 2012-2013, to devote due attention to the resource requirements for meeting the mandates entrusted to UNODC, with particular focus on under-resourced areas.

Action of the subsidiary bodies

28. Five meetings of the subsidiary bodies of the Commission on Narcotic Drugs were held in 2009: the Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Europe, held in Vienna from 16 to 18 June; the Nineteenth Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean, held at Isla Margarita, Bolivarian Republic of Venezuela, from 28 September to 2 October; the Thirty-third Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific, held in Denpasar, Indonesia, from 6 to 9 October; the Nineteenth Meeting of Heads of National Drug Law Enforcement Agencies, Africa, held in Windhoek from 12 to 16 October; and the forty-fourth session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, held in Vienna from 16 to 19 November.

29. The subsidiary bodies provided drug law enforcement authorities from countries of specific regions with the opportunity to exchange information, enhance their cooperation at the technical and operational levels in the area of drug control at regional, subregional and bilateral levels, and build trust and partnerships among counterparts in different countries. They transmitted their recommendations to the Commission on Narcotic Drugs (E/CN.7/2010/5). Noteworthy was the Nineteenth Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean, which was attended by representatives of 10 West African States and advanced interregional cooperation between States in Latin America and the Caribbean and States in West Africa on countering cocaine trafficking.

[16] Ibid., paras. 57 and 156.
[17] Ibid., para. 162.

III. Action by the United Nations system and other international organizations

30. Through its drug programme, UNODC aims to make the world safer from drugs by supporting the work of the Commission and its subsidiary bodies and by supporting Member States through research to expand the evidence base for policy and operational decisions; normative work to assist States in the ratification and implementation of international drug control conventions; the development of domestic legislation on drugs and the provision of substantive and secretariat services for treaty bodies and governing bodies; field-based technical cooperation and the development and implementation of regional and thematic programmes.[18]

A. Health dimension

1. Reducing drug abuse and its health and social consequences

31. The World Health Organization and UNODC continue to work with Governments and other partners to scale up and achieve universal access to drug treatment. UNODC is also working with the Joint United Nations Programme on HIV/AIDS to prevent the spread of HIV among people who inject drugs.

32. UNODC supports and promotes evidence-based programmes for the prevention of drug use in schools, families, the workplace and the community. UNODC has been supporting selected States in adapting and implementing a drug education curriculum based on the life-skills approach, which has been found, in scientific-level evaluations, to be effective in many countries.

33. Families with young children and adolescents are supported with cost-effective family skills training programmes for parents and children to improve family bonding, parental monitoring and supervision, and communication of positive family values. UNODC has published a compilation of evidence-based family skills training programmes as a tool for governments, policymakers, research institutions and non-governmental organizations. UNODC has identified global guidelines for both public and private companies on how to develop and implement programmes to decrease drug use, reduce tardiness, absenteeism and accidents, and increase productivity. Moreover, UNODC is pursuing collaboration with the International Labour Organization and the World Health Organization for preventing drug use in the workplace.

2. Access to treatment, health care and social services, including prevention of HIV/AIDS and other drug-related diseases

34. UNODC works with governments, policymakers, professionals and the media to counteract stigma and discrimination against drug users, drug-dependent individuals and people living with HIV, while actively promoting evidence-based treatment and supporting human rights and humanitarian procedures in the context of treatment for drug dependence.

[18] For a detailed account of the activities of UNODC, see the relevant report of the Executive Director (E/CN.7/2010/3-E/CN.15/2010/3).

35. UNODC promotes a comprehensive approach and provides technical assistance to support governments and non-governmental organizations in scaling up treatment services and building a rehabilitation-oriented continuum of care, from outreach activities to a wide variety of clinical programmes. It disseminates good practices and evidence-based methodologies to enhance professional qualifications, promotes treatment for drug dependence as an alternative to criminal justice sanctions, provides training and supports the expansion and improvement of services to 25 countries in five regions.

36. The joint UNODC-World Health Organization programme on drug dependence treatment and care (2009-2013) involves governments, clinical centres for drug dependence treatment, hospitals for infectious diseases, universities, municipalities and civil society organizations. The joint programme advocates evidence-based and human rights-based drug dependence treatment services and provides technical assistance to promote the delivery of low-cost, evidence-based, mainstreamed services. The joint programme is currently being implemented in South-Eastern Europe, but in the future it will be implemented as part of all UNODC activities in the field of drug dependence treatment and care.

37. UNODC has been responding to HIV/AIDS by assisting States in implementing large-scale and wide-ranging interventions to prevent HIV infection, and in providing care and support to people living with HIV and AIDS in prison settings and among injecting drug users and people vulnerable to human trafficking in over 50 countries in all key regions.

38. UNODC has continued to work closely with representatives of civil society, Governments and multilateral donors to address the uneven and often low coverage and quality of services among those most at risk of contracting HIV, provided technical support for the development of human rights-based, gender-responsive and equitable policies and programmes in line with related international standards, and built the capacity of civil society to reduce stigma and discrimination and improve access to HIV prevention and care services.

B. Supply dimension

39. Transnational organized criminal groups have adopted an entrepreneurial approach and have been diversifying their activities and functions, increasing their capacity to engage in illegal activities. These new tactics, which include the extensive use of modern technologies and new methods of laundering money, present new challenges to law enforcement authorities. Regional and interregional cooperation, including the exchange of information and best practices on the latest trends in drug trafficking and abuse, has proven to be most effective in fighting illicit drugs.

40. UNODC continues to focus its technical assistance on introducing better management, control and selection practices at borders; building community confidence in legal systems by developing the professional capacity of investigation and prosecution agencies; and targeting the proceeds of crime by countering money-laundering.

41. Communication is essential in developing effective responses aimed at reducing the supply of illicit drugs and is at the heart of UNODC strategies in this key thematic area. During the period under review, UNODC made practical progress in supporting States in establishing operational frameworks essential for communication in the management of their borders. The Central Asian Regional Information and Coordination Centre (CARICC), inaugurated in December 2009, is facilitating the exchange of information and analysis of drug trafficking trends in support of the operations carried out by the law enforcement agencies of the five Central Asian States, as well as of Azerbaijan and the Russian Federation. During its pilot phase, CARICC supported the dismantling of 12 transnational heroin smuggling networks and the seizure of more than 200 kg of heroin. A counter-narcotics intelligence-sharing centre is foreseen for the Persian Gulf.

42. More than 90 per cent of global trade is transported by sea, and the volume of those flows is rapidly increasing, making the smuggling of narcotics and precursors via containers increasingly attractive for criminals and harder for law enforcement officials to detect. The Container Control Programme of UNODC, a partnership with the World Customs Organization, has strengthened the capacity of staff at ports to intercept containers with illicit cargoes by using profiling and intelligence-sharing techniques, as demonstrated by increased seizures in key ports worldwide. Special operational units established under the Programme operate in Ecuador, Ghana, Pakistan and Senegal, and will soon operate in Turkmenistan, at other seaports and dry ports in the Central Asian region, at ports on the Caspian Sea and at key installations in South America, Central America and the Caribbean.

43. UNODC, in partnership with the Department of Peacekeeping Operations of the Secretariat, the United Nations Office for West Africa and the International Criminal Police Organization (INTERPOL), has started a technical assistance initiative to support the establishment of operational cross-border cooperation in West Africa for investigating drug trafficking and organized crime. Transnational crime units are being established in Côte d'Ivoire, Guinea Bissau, Liberia and Sierra Leone. The transnational crime units are multi-agency teams acting as the primary point of contact in their country on drug trafficking and cross-border organized crime matters. These specialized resources will strengthen law enforcement capability in West Africa and support the implementation of the Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organized Crimes and Drug Abuse in West Africa (2008-2011) of the Economic Community of West African States (ECOWAS).

44. UNODC, through its Global Programme against Money-Laundering, has provided hands-on advice and assistance to practitioners involved in countering money-laundering and the financing of terrorism, including law enforcement officers, prosecutors, judges and financial intelligence unit personnel, from more than 85 jurisdictions. Specific initiatives have been built around awareness-raising and capacity- and institution-building, in particular the setting up of financial intelligence units, the development of training tools and asset confiscation networks in Southern Africa and South America, and the delivery of technical assistance at the national and regional levels. The work of the Global Programme is supported by field-based technical advisers (in Africa, Central Asia, Latin America, the Pacific Islands and South-East Asia) who provide in-depth assistance to countries or groups

of countries through regional mechanisms for countering money-laundering and the financing of terrorism.

Regional initiatives to counter illicit production of and trafficking in drugs

45. At the regional level, UNODC seeks a convergence of the interests of regional partners through the promotion of integrated regional strategies to counter the production of, trafficking in and abuse of drugs; support for the implementation of cross-border operational initiatives; and international cooperation on criminal matters, including mutual legal assistance and extradition.

46. The international community has developed priority programmes aimed at stemming trafficking in and consumption of opiates originating in Afghanistan. As a result of the Paris Pact Initiative, an international partnership of over 55 countries and international organizations, UNODC has been able to devise a regional cooperation strategy for Afghanistan and neighbouring countries known as the Rainbow Strategy. The Strategy aims to reduce the supply of, trafficking in and consumption of opiates in Afghanistan and neighbouring countries, in particular by strengthening the capacities of States to target criminal networks operating in the region, dismantle them and seize their financial resources.

47. Among the most significant highlights for 2009 were the formulation of a third phase of the Paris Pact Initiative and the finalization of the UNODC regional programme for Afghanistan and neighbouring countries (involving Afghanistan, Iran (Islamic Republic of), Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan). The regional programme will strengthen existing interventions at the regional level through activities that promote regional cross-border cooperation and coordination in the fields of law enforcement, criminal justice, drug demand reduction, HIV/AIDS, money-laundering and forensics.

48. In October 2009, experts on counter-narcotics law enforcement and drug demand reduction met in Paris and analysed current and possible future trends with regard to trafficking in and abuse of heroin originating in Afghanistan in Western Europe and identified current challenges and good practices in the fields of supply and demand reduction in Western Europe. Participants in the meeting of a technical working group held in Tashkent in November 2009 explored the regulation of *hawaladars* in Afghanistan, in particular with respect to cash flows into and out of the country (E/CN.7/2010/3-E/CN.15/2010/3, para. 45).

49. The Triangular Initiative aims to improve counter-narcotics cooperation between Afghanistan, Iran (Islamic Republic of) and Pakistan. Three joint operations have already been carried out, information is being shared and further steps (including involving border liaison offices) are planned. On 27 October 2009, ministers from those three countries met in Vienna and agreed on next steps to be taken in the framework of the Triangular Initiative. At the Vienna meeting, the three parties agreed to appoint permanent liaison officers to the joint planning cell, establish border liaison offices and step up the number of joint patrols and joint operations. A senior official meeting is planned for July 2010 and the next ministerial-level meeting is planned for November 2010 in Pakistan. The Triangular Initiative has recently been linked up to CARICC.

50. With regard to the control of precursors, the Targeted Anti-trafficking Regional Communication, Expertise and Training (TARCET) initiative, promoted by UNODC

in Afghanistan and in source and transit countries, recorded significant seizures during 2008 (55 tons of precursors and 20 tons of acetic anhydride). The second phase of the TARCET initiative, facilitated and coordinated by UNODC in the second half of 2009, resulted in important seizures of acetic anhydride in Pakistan and operations in Tajikistan (October 2009) and elsewhere in the region, as a result of which 26 tons of acetic anhydride were seized, as well as several tons of other chemicals. In addition, in March 2010 a record 16 tons of acetic anhydride were seized in Karachi, Pakistan.

51. Enhanced triangular cooperation has been sought in Central America and the Caribbean between the Caribbean Community and the Central American Integration System. UNODC is providing support for the implementation of the Santo Domingo Partnership and Monitoring Mechanism, adopted in Santo Domingo in February 2009, to strengthen regional cooperation in the fight against illicit drugs and crime (E/CN.7/2010/3-E/CN.15/2010/3, para. 82).

52. UNODC worked with the African Union Commission in support of the African Union Plan of Action on Drug Control and Crime Prevention (2007-2012). A joint UNODC-African Union Commission project was launched to strengthen the capacity of the Commission in the area of drug control and combating organized crime (E/CN.7/2010/3-E/CN.15/2010/3, para. 81).

C. Illicit drug crop monitoring and sustainable livelihoods

53. Global opium production has declined strongly from its peak in 2007, mainly due to a significant reduction of opium poppy cultivation in Afghanistan. The small increases in opium production that occurred in the Lao People's Democratic Republic and Myanmar did not offset that reduction. Opium production in 2009 in the three countries where UNODC supported monitoring systems — Afghanistan, the Lao People's Democratic Republic and Myanmar — was 11 per cent lower than in 2008 and 16 per cent lower than in 2007.[19] In 2009, Afghan farmers earned about twice as much cultivating one hectare of opium poppy as they did cultivating one hectare of wheat. In the past, that ratio had been much greater. Under such conditions, distribution of improved wheat seeds and fertilizer in key areas could lead to a significant reduction in opium poppy cultivation. In Afghanistan and Myanmar, opium poppy cultivation continues to be associated with areas of insurgent activity (E/CN.7/2010/3-E/CN.15/2010/3, para. 3).

54. The global area under coca cultivation decreased by 5 per cent last year, from 167,600 ha in 2008 to 158,800 ha in 2009. This change is mainly due to a significant decrease in Colombia, not offset by increases in Bolivia (Plurinational State of) and Peru. The global area under coca cultivation declined by 28 per cent over the period 2000-2009. In 2009, Colombia represented about 43 per cent of global cultivation, with Peru contributing 38 per cent and the Plurinational State of Bolivia 19 per cent.

[19] United Nations Office on Drugs and Crime, *Afghanistan Opium Survey 2009* (December 2009); United Nations Office on Drugs and Crime, *Opium Poppy Cultivation in South-East Asia: Lao People's Democratic Republic, Myanmar* (December 2009).

55. In 2009, UNODC exercised its catalytic role by focusing on the promotion of South-South cooperation. With a view to leveraging the work done in Peru in strengthening and creating farmer-led small business enterprises, a seminar and field visit to various farming villages in Peru where alternative development projects are under way were held for participants from China, Colombia, Ecuador, the Lao People's Democratic Republic, Myanmar and Thailand (E/CN.7/2010/3-E/CN.15/2010/3, para. 5).

56. In Peru, UNODC established and supported cooperative enterprises that generated more than $90 million in exports in 2009, benefiting local farming families and communities. Most of the enterprises emerging from that training and sustainable development project now operate independently under the management of farmers who formerly cultivated coca (E/CN.7/2010/3-E/CN.15/2010/3, para. 6).

57. UNODC redoubled its efforts to address the growing issue of food security in the post-opium environment in the Lao People's Democratic Republic and Myanmar. In November 2009, UNODC signed with the Government of the Lao People's Democratic Republic an agreement for a project, funded by the Government of Germany, on increasing food security and promoting licit crop production and small farmer enterprise development, building on collaborative interventions with the Asian Development Bank, the United Nations Industrial Development Organization and the Royal Project Foundation of Thailand (E/CN.7/2010/3-E/CN.15/2010/3, para. 7). UNODC continues to work with the Government of Myanmar to reach agreement on the implementation of a similar project in Pekhon, southern Shan State.

58. In 2009, UNODC began to incorporate environmental conservation components into its alternative development strategy in Peru, to address the impact that deforestation and erosion due to illegal logging as well as trafficking in and poaching of wildlife, are having on rural farming communities. In 2010, UNODC will continue its work to incorporate environmental conservation into its alternative development programmes. In 2010, UNODC will promote the conservation of forests and wildlife in a pilot project to be carried out in farming villages in the Lao People's Democratic Republic (E/CN.7/2010/3-E/CN.15/2010/3, para. 8).

59. With a view to addressing Millennium Development Goal 8, to develop a global partnership for development, UNODC will, through its membership in the Global Donor Platform for Rural Development, continue to advocate the inclusion of alternative development strategies and concepts into broad-based national agricultural and rural development strategies (E/CN.7/2010/3-E/CN.15/2010/3, para. 9).

D. Emerging issues

1. The evolving threat of Afghan opiates

60. Afghanistan has the world monopoly of opium poppy cultivation, the raw material for the world's deadliest drug: heroin. While opium poppy cultivation in Afghanistan has decreased over the past two years and a growing number of Afghan provinces have become poppy-free, 92 per cent of the world's opium poppy is cultivated in Afghanistan. The 900 tons of opium and 375 tons of heroin trafficked

from Afghanistan every year have devastating consequences on the health and security of countries along the Balkan and Eurasian drug routes stretching all the way to Europe, the Russian Federation, India and China. The heroin trafficking market is worth $65 billion, catering to 15 million addicts, causing up to 100,000 deaths per year, contributing to the spread of HIV at an unprecedented rate and funding criminal groups, insurgents and terrorists. UNODC estimates that in 2009 the opium trade in Afghanistan was worth $2.8 billion. Since 2006, much more opium has been produced in Afghanistan than is consumed in the world at large and there is now an unaccounted stockpile of 12,000 tons of opium originating in Afghanistan, enough to satisfy more than two years of world heroin demand. In Afghanistan, the increase in opium production has been reflected in the growth of rates of addiction to narcotics: between 2005 and 2009, the number of regular opium users jumped from 150,000 to 230,000, while the number of heroin users increased from 50,000 to 120,000.

2. New drug production trends and trafficking routes in West Africa

61. UNODC has previously highlighted West Africa's vulnerability as a transit area for South American cocaine destined for European markets. For example, in 2010 a fleet of cargo planes was discovered transporting cocaine into West Africa and the Sahel. In 2009, significant quantities of precursor chemicals used to produce methylenedioxymethamphetamine ("ecstasy") were seized in Guinea, together with industrial-scale equipment for such production. That is the strongest evidence to date that criminal groups operating in West Africa are producing or preparing to produce amphetamine-type stimulants — a worrying development for the troubled subregion (E/CN.7/2010/3-E/CN.15/2010/3, para. 48).

62. UNODC was successful in drawing the attention of the international community to the security threat posed to West Africa by drug trafficking and transnational organized crime. In July 2009, the Security Council took note of the UNODC report entitled *Transnational Trafficking and the Rule of Law in West Africa: A Threat Assessment* and commended the support provided to the ECOWAS Regional Action Plan on Illicit Drug Trafficking and Organized Crime for the period 2008-2011. In November and December 2009, the Executive Director of UNODC addressed the Security Council on the situation in Guinea-Bissau, West Africa and the African continent as a whole and was subsequently requested by members of the Security Council to provide the Council with regular updates on the situation and progress made with regard to the challenges faced by West Africa related to drug trafficking and organized crime (E/CN.7/2010/3-E/CN.15/2010/3, para. 49).

3. Drug trafficking and instability in transit countries

63. Drug trafficking can pose a threat to political stability in two ways. The first involves countries where insurgents and illegal armed groups draw funds from taxing, or even managing, drug production and trafficking. The second involves countries that do not face such a situation, but where drug traffickers become powerful enough to take on the State through violent confrontation or high-level corruption. The impact that the drug trade has on levels of violence and corruption in transit countries is particularly evident in Latin America, the Caribbean and West Africa. Measures must be taken to ensure that transnational organized crime

does not contribute to instability, including, when relevant, building crime prevention into international efforts to foster peace and the rule of law.

E. Data collection and research

64. UNODC released the *World Drug Report 2010* in June 2010. The report provided detailed estimates and trends on production, trafficking and consumption in the markets for opium/heroin, coca/cocaine, cannabis and amphetamine-type stimulants, the three key transnational drug markets. While also drawing on other sources where relevant, the statistics presented were mainly gathered through the annual reports questionnaire and the illicit crop surveys produced in cooperation with Member States.

65. In 2009, UNODC assisted States by supporting illicit drug crop monitoring. During the period under review, crop monitoring surveys were conducted in Afghanistan, Bolivia (Plurinational State of), Colombia, Ecuador, the Lao People's Democratic Republic, Myanmar and Peru (E/CN.7/2010/3-E/CN.15/2010/3, para. 2).

66. In December 2009, UNODC issued the *Afghanistan Opium Survey 2009*, providing the potential gross export value of Afghanistan's opiates for that year. In February 2010, UNODC issued a report entitled *Crime and Instability: Case Studies of Transnational Threats*, which deals with the impact of cocaine and heroin flows in Africa. The UNODC *Afghanistan Opium Survey 2010: Winter Rapid Assessment*, based on farmers' intentions at the time of planting, gave a first indication of what Afghanistan's opium harvest would look like in 2010. In June 2010, UNODC issued the executive summary of a survey entitled "Drug Use in Afghanistan".

F. Scientific and forensic support

67. Pursuant to Commission resolution 52/7, UNODC developed a web-based portal for its international collaborative exercises, a proficiency-testing scheme for drug analysis laboratories, which provides the instant, personalized and confidential evaluation of results submitted by participating laboratories and currently supports some 60 laboratories in 34 Member States. Support to the laboratory and law enforcement sectors resulted in the development of tools such as the multilingual dictionary of precursors[20] and a computer-based training module on using UNODC drug test kits, as well as a series of best practice manuals related to aspects of quality management (E/CN.7/2010/3-E/CN.15/2010/3, para. 69).

[20] *Multilingual Dictionary of Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances under International Control* (United Nations publication, Sales No. M.09.XI.14).

IV. Strengthening the drug programme of the United Nations Office on Drugs and Crime

1. Strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime: a regional and thematic approach

68. In 2009, UNODC steadily pursued a comprehensive strategic approach based on the development of interlinked regional and thematic programmes. Thematic programmes provide policy guidance that is translated into activities by way of the regional programmes. In the development of the regional programmes, UNODC ensures full consultation with Member States concerned with respect to their priorities and sets out clear objectives for the provision of technical assistance and partnership-building (E/CN.7/2010/3-E/CN.15/2010/3, para. 71).

69. The regional programmatic approach has several aims: (a) full ownership by partner countries through alignment with national and regional policies and priorities; (b) an integrated framework linking the normative and operational aspects of the work of UNODC to provide know-how and expertise at the national and regional levels; (c) a move from a project-based approach to a programme approach; and (d) more effective cooperation and planning with other United Nations entities and multilateral donors. In line with the new approach, UNODC has developed a new generation of regional programmes covering East Asia and the Pacific, East Africa, Central America and the Caribbean and the Balkans. Further regional programmes will be launched in 2010, including for West Africa, North Africa and the Middle East, Southern Africa, Central Africa, Central Asia, West Asia and the Southern Cone of Latin America (E/CN.7/2010/3-E/CN.15/2010/3, para. 72).

70. That approach has secured a stronger sense of ownership and political endorsement by countries of the regions concerned through an extensive consultation process culminating in regional expert and ministerial meetings held in Nairobi, Belgrade, Santo Domingo and Managua. The new approach in field programming means, inter alia, that gradually UNODC will move towards a more unified system of fund allocation, monitoring and reporting, thus reducing the administrative burden of individual project management (E/CN.7/2010/3-E/CN.15/2010/3, para. 73).

71. Despite a continuous decline in its general-purpose resources, UNODC has managed to double its technical cooperation field delivery over the past two years, although that increase is mainly due to the increased size of the programme in a few countries (E/CN.7/2010/3-E/CN.15/2010/3, para. 74).

2. Governance and financial situation

72. While UNODC has seen significant growth in special-purpose voluntary contributions (from $64 million in 2003 to more than $215 million in 2009), the General Assembly currently allocates less than 1 per cent of the United Nations regular budget to UNODC. In the two-year budget period of 2010-2011, this amounted to $42.6 million.

73. While general-purpose funds represent less than 6 per cent of the total funding available to UNODC, in 2009 there was a sharp and unexpected decline of 26 per cent in general-purpose income that presented the Office with an immediate

challenge to reduce costs. As a result, dramatic cuts were made, including through the abolition of 29 posts relying on general-purpose funds and significant reductions to operating expenses, travel, training, consultancies and contractual services. In addition, UNODC took steps to overcome this situation by rationalizing and simplifying its fragmented, project-based approach with the development of integrated regional and thematic programmes. The savings required had a disproportionate impact on the day-to-day functioning of UNODC and presented a serious challenge, in particular in areas such as evaluation, policy analysis and research, advocacy and strategic planning. Information received from donors in 2010 indicates that general-purpose income would drop further, from $11.7 million (budget estimate) to $10.8 million in 2010 and to $10.4 million in 2011.

74. At the same time, special-purpose income dropped from $270.6 million in 2008 to an estimated $197.9 million in 2009, a decline of 26.9 per cent. In addition, most voluntary contributions are tightly earmarked for specific projects and leave little operating flexibility to respond to complex programming and management challenges.

75. In view of these financial difficulties, the consolidated budget for the biennium 2010-2011 for UNODC, which was approved by the Commission in December 2009, is a fiscally austere budget, based on the level of 2009 income (E/CN.7/2010/3-E/CN.15/2010/3, para. 76).

76. The present funding model of UNODC is not sustainable, as the Office continues to rely on a handful of donors; core funding (general-purpose funds and the regular budget) is not assured and predictable; and the funding levels are not commensurate with the mandate. For the first time in the history of UNODC, at the time of adoption of the programme budget of the United Nations for the biennium 2010-2011, the General Assembly expressed concern at the overall financial situation of UNODC and requested the Secretary-General to submit proposals in his proposed programme budget for the biennium 2012-2013 to ensure that the Office had sufficient resources to carry out its mandate (Assembly resolution 64/243, para. 85).

77. UNODC intensified cooperation with its major, emerging and national donors on a number of important issues involving policy, funding and operational priorities with a view to obtain voluntary contributions for its drug programme. Donations were received from other contributors, such as United Nations agencies, international financial institutions and private foundations. The Governments of Brazil, Colombia and Mexico provided significant cost-sharing contributions for the local support budget of UNODC field offices and programmes.

78. UNODC strengthened its partnerships with other United Nations agencies and has been successful in mobilizing resources for inter-agency projects. In 2009, UNODC and the European Commission held annual policy consultations at the senior level. In operational terms, cooperation between the European Commission and UNODC was enhanced and reached an unprecedented, high level (E/CN.7/2010/3-E/CN.15/2010/3, para. 80).

79. Pursuant to Commission resolution 52/13, entitled "Improving the governance and financial situation of the United Nations Office on Drugs and Crime", and Economic and Social Council decision 2009/251, entitled "Frequency and duration

of the reconvened sessions of the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice", a standing open-ended intergovernmental working group was established to discuss and formulate recommendations on how to improve the governance structure and financial situation of UNODC. The working group held numerous formal and informal meetings in 2009 and 2010 and provided a forum for dialogue between Member States and the Secretariat.

V. Conclusions and recommendations

80. The impact of the world drug problem on the social, economic, health, political and governance aspects of society continues to be significant and undermines sustainable development, political stability and democratic institutions. Member States have an obligation to continue to invest in drug control and take further action in the years to come.

81. Drug use and drug dependence have a range of health and social consequences for individuals, their families and the community, such as HIV/AIDS, hepatitis, tuberculosis, mental health disorders, crime and violence, traffic and other accidents and lost productivity in the workplace. Effective prevention and early interventions, as well as a multidisciplinary approach, are essential elements of drug demand reduction policies (E/2010/28-E/CN.7/2010/18, paras. 11 and 37 (c)).

82. Comprehensive approaches need to include due attention to social and economic issues, such as unemployment and poverty, that contribute to the circumstances that render members of socially marginalized groups vulnerable to becoming drug users and victims or perpetrators of crime (A/64/120, para. 32).

83. Drug abuse can be prevented, treated and controlled. Member States should upgrade their preventive interventions and integrate drug treatment into public health programmes.

84. Programmes for drug abuse prevention and the treatment and rehabilitation of drug abusers should be based on scientific evidence and respect for the human rights and the dignity of individuals. Drug abusers should be sent to treatment, not to jail. Drug treatment should not amount to degrading punishment and people should not be sentenced to death for drug-related offences.

85. Member States should provide drug abuse prevention training to primary health-care workers, teachers, parents, media professionals and police officers; prevention efforts should address all levels of risk, and should be carried out in various settings (the school, the family and the community, as well as through the media), tailored for the target population groups and mainstreamed in national education and health policies. Training of doctors, nurses and social workers should include the understanding of drug addiction as a chronic multifactorial health disorder.

86. Illicit drugs pose a growing security threat. Unless Member States deal effectively with the menace posed by drug trafficking and organized crime, their security — even their sovereignty — will be under threat. Greater attention should be paid to security, justice and development in vulnerable regions such as the Balkans, Central and West Asia, Central America and East and West Africa.

87. Member States should implement the United Nations drug control conventions, as well as the Organized Crime Convention and the Convention against Corruption, in the effort to prevent and control drug-related crime that is posing a serious security threat in many parts of the world.

88. Greater development assistance and a strengthening of the rule of law are needed in countries that are vulnerable to the cultivation and production of and trafficking in illicit drugs. Without these essentials, States risk instability and will face even greater challenges in reaching the Millennium Development Goals.

89. Member States can only combat the threats posed by opiates originating in Afghanistan by addressing all links in the chain: assistance to farmers to reduce supply, drug abuse prevention and treatment to curb demand, and law enforcement against traffickers. In order to further reduce the biggest source of heroin, there must also be better security, development and governance in Afghanistan.

90. In the fight against drug trafficking, success depends on information exchange and intelligence-led operations that target the major transnational networks. In order to tackle the transnational threat of drug trafficking, Member States should regard intelligence-sharing as a way of strengthening sovereignty, not surrendering it.

91. Member States should continue to strengthen the global effort in preventing the diversion of precursor chemicals for the manufacturing of drugs and continue to cooperate with the International Narcotics Control Board in this area.

92. The subsidiary bodies of the Commission should continue to consider ways to enhance the practical impact of operational law enforcement efforts at the regional level and actively consider and take action, where required, on their recommendations.

93. Member States should continue to strengthen drug data collection activities and reporting to the United Nations through periodic questionnaires and reports on individual seizures.

94. Member States should commit resources to help developing countries to design and improve systems for the generation, management, analysis, reporting and use of information on illicit drugs necessary for policy and programme development.

95. The limited regular budget resources, coupled with a further reduction in general purpose funding and a projected decline in programme volume will continue to impact the ability of UNODC to promote policymaking and provide expertise to Member States. In line with General Assembly resolution 64/243, entitled "Questions relating to the proposed programme budget for the biennium 2010-2011", in which the Assembly expressed concern at the overall financial situation of UNODC and requested the Secretary-General to submit proposals in his proposed programme budget for the biennium 2012-2013 to ensure that the Office had sufficient resources to carry out its mandate, Member States should provide regular and adequate core resources to UNODC. This would enable the Office to respond to the increasing demand from Member States for support in the areas mandated to the Office, including support for the implementation of its technical assistance and regional programmes.